Toronto Planning & Development Dept.

HARBOURFRONT REVIEW: OPPORTUNITIES & OBJECTIVES

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CITY OF TORONTO
PLANNING AND DEVELOPMENT DEPARTMENT

July 21, 1987
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To: City of Toronto Land Use Committee.
City of Toronto Harbourfront Review Committee.

Subject: Harbourfront Review: Opportunities and Objectives.

Origin: Commissioner of Planning and Development.
(c711uc87400:43)

Comments:

Background:

In February 1987 City Council initiated a review of future development options for Harbourfront. This report presents some of our broad conclusions. It outlines some alternatives and options within them. It is intended to give City Council an opportunity to establish an agenda of key objectives for Harbourfront. With this agenda established the City can then begin more formal discussions with the Federal Government and Harbourfront. This report is intended to set the stage for discussions between the City of Toronto, the Harbourfront Corporation and the Federal Government which could lead to a new plan to guide the remainder of the development.

In preparing this report we have had to take into account the substantial element of uncertainty associated with the six "pipeline" projects, which had already advanced substantially through the approval process by the time the current freeze on Harbourfront development was initiated. See Appendix 4 for listing of pipeline projects.) Although the planning objectives now considered desirable - particularly the achievement of 40 acres of public park space - can most readily be achieved via deletion of one or two of these pipeline projects, it must be recognized that legal (and perhaps moral) considerations may preclude adoption of such a strategy, or may significiantly narrow the range of options within it. Council should request the City Solicitor's advice to taking action aimed at cancelling or changing any of the pipeline projects.

This report is, therefore, unable to provide final resolution of all planning issues involved in Harbourfront's future. Such resolution will require a determination of appropriate policy relative to the pipeline projects - a matter which goes beyond the range of issues the City should seek to determine on its own. This necessary element of uncertainty means that an intuitively appealing "vision" - such as the concept previously outlined by the Commissioner of Parks and Recreation - cannot be set out in

final form for the time being. The concept outlined by the Commissioner of Parks and Recreation was prepared on the assumption that any of the pipeline projects can be deleted.

This being said, it should be noted that the present report outlines a framework within which substantial resolution of outstanding issues can be achieved. In particular, setting aside the pipeline sites and looking at the remaining 95% of Harbourfront, the following issues are resolved:

- Height limits, at approximately the 8-storey level, are proposed for all but two sites - one at York Street and Queens Quay, and the other at the foot of Spadina Avenue. In the York/Queens Quay case, a height limit would be at approximately 16 storeys, and in the Spadina Avenue case the limit would be at 12 storeys.

- Flowing from the height limits proposed, a reduction in density of at least 1 million square feet is proposed - approximately one-third the remaining development potential in the present Harbourfront Official Plan.

- A park/open space strategy is proposed which secures the entire 40 acres needed, even if all pipeline projects proceed to development. This represents a doubling of the park requirements envisioned under the Master Agreement and Principles of Understanding adopted by City Council.

- The relationship between Harbourfront's programming and development potential is discussed within the context of a cash flow model. Initial steps are taken toward reconciling Harbourfront's very important programming function with the development scenarios set out in this report.

In addition to the 40 acres of park space which will be achieved under this plan, there is a second category of open space which is publicly accessible and contributes to the public character of Harbourfront. In total there may be as much as 15 acres of this second category of publicly accessible space bringing the total area of parks and publicly accessible open space at Harbourfront to well over 50 acres.

When Council adopted the terms of reference for this review it was anticipated that the review documents would be prepared in consultation with a number of City Departments and be signed by a number of Commissioners. While I have had discussions with a large number of parties during the course of this review, I have not been able to fully consult other civic officials in the

preparation of this particular report due to the pressures of time.

Context:

Before looking at the Harbourfront planning area in detail, it is worth reviewing the wider context. Harbourfront is part of the City's Central Waterfront. In the Central Waterfront as a whole, the City has established as broad planning objectives:

1. The further development of an open space system along the lake which will give the public full access to the water's edge across the entire width of the city. At the moment there are about 1300 acres of waterfront parkland. If we achieve our full objectives, this will grow to approximately 2000 acres in the future. The broad open space goals for such a system across the whole Waterfront are illustrated on Map 1 attached to this report.

2. The Central Waterfront contains a working port, industrial areas associated with the port, and an airport. These areas serve an important function in the City's economy and their continued vitality is another objective.

3. Along part of the Central Waterfront from just east of Yonge Street to west of Bathurst Street is an area which is being completely redeveloped in a way that reflects the development of the City's existing downtown to which it is adjacent. In this area the central city will be built southwards to the lake. Previously occupied by railways, docks and industrial uses, in the future it will provide room for the expansion of the financial district, the development of a substantial amount of new housing and a new open space system which will link the downtown and the lake and will provide east-west linkages along the edge of the lake. This area is made up of the Railway Lands, Central Bayfront and Harbourfront planning districts.

It is worth noting that the Harbourfront plan was developed first, well before the plans for the Railway Lands and the Central Bayfront. The original plan had a strong east-west orientation and, to some extent, turned its back on the Gardiner-Lakeshore corridor and the areas to the north. It had something of a frontier quality, which was understandable because in 1979 Harbourfront was in many ways a frontier. However today, with Harbourfront half built and with detailed plans for the surrounding areas approved, it is appropriate to review the Harbourfront planning and development strategy.

Alternatives:

Broadly, we have considered three alternatives:

1. The full implementation of the plan as it exists today. You have some indication of what that might mean in the material already provided to you.

2. We have examined the strategy of retaining the total level of development rights in Harbourfront but consolidating most of them on the north side of Queen's Quay.

3. We have evolved this second option a further step by reducing development rights in some areas. This report examines this third alternative in some detail. While the three alternatives rest on a number of broad objectives, within these objectives a number of different specific options can be considered. We do not want to leave the impression that at this point in the process we are recommending an alternative which is not capable of variation. There may be several ways to meet the broad objectives we have identified. This third alternative is illustrated in conceptual form on Map 2 attached to this report.

Elements of the Planning Review:

1. Open Space and Built Form:

A. Introduction and Objectives:

When the Harbourfront Corporation was set up in the mid 1970's and the redevelopment of the site was initiated, the isolation of the site from the rest of the City was perceived to be the fundamental problem. This isolation was not only a function of distance but also a result of being separated by the environmentally hostile barrier of the Gardiner/Lakeshore corridor. In an attempt to address this problem the resulting development began to create a barrier between the City and the waterfront. Some of the buildings constructed on the north side of Queens Quay present a relatively blank and continuous face to the north with provisions for few visual, pedestrian or vehicular connections to the City. If this pattern continues the possibility of reconnecting the City to its waterfront will be more difficult.

The barrier of buildings planned and constructed north of Queens Quay is intended to shield Harbourfront from the Gardiner Expressway. Once inside the barrier the emphasis centres on strengthening the east-west orientation of Queens Quay and on creating a variety of public spaces. However, concerns have

arisen that the generous public open spaces that were to be provided south of Queens Quay along the water's edge were being compromised by development.

Harbourfront is at the mid point of its evolution from warehousing, port facilities and railway sidings to an extension of the city fabric which includes streets, parks, housing, recreational and entertainment facilities. The current Federal Government freeze on development and the City's own review of Harbourfront provide the opportunity to prepare and approve a plan that will ensure that the development of the remainder of Harbourfront meets the following objectives.

a. Realizing that the Railway Lands are being redeveloped concurrently (to a large extent) with the second half of Harbourfront it is vital to provide as many vehicular, pedestrian and visual connections between the two areas as possible.

b. The revised concept for Harbourfront is based on a recognition that Harbourfront will be made up of essentially two zones, a primarily public open space zone located south of Queens Quay and a primarily development oriented zone to the north of Queens Quay. This zone to the north is no longer to be viewed as an impenetrable barrier but can be configured as parcels that are separated into city blocks. These new city blocks can be aligned with those in the Railway Lands by the actual extension of the north/south streets, pedestrian links, or visual corridors through the Gardiner Lakeshore corridor to Queens Quay.

   Buildings proposed for these new city blocks will follow a built form strategy that includes foot print guidelines and massing controls. A majority of buildings will have a maximum height limit of eight storeys (25 metres) which will ensure that new development will not dominate or adversely effect Harbourfront's pedestrian environment. It is important that buildings create a continuous street edge of grade related uses including retail with arcades and generously landscaped sidewalks to reinforce Queens Quay as a neighbourhood as well as a city wide shopping street.

   At certain locations (generally opposite slip heads and open spaces), buildings along the north side of Queens Quay will be limited in height to allow unobstructed views from the Gardiner Expressway and areas to the north to the waterfront.

c. Harbourfront is a key component of the open space system along Toronto's waterfront. A fundamental goal which must guide the

development of Toronto's waterfront is that, to the extent possible, our waterfront should be public, allowing for free and unhindered access to the lake for the citizens of Toronto. To ensure that public access to the lake is not compromised within Harbourfront we are recommending that 40 acres of public park space be created, made up of parks and squares of various sizes and types that are linked to form an open space network, which is clearly public and of the highest quality.

Our proposals for Harbourfront's future are based on the observation that the more intensely used areas of Harbourfront are concentrated between Spadina Avenue and York Street while the area located between Spadina Avenue and Stadium Road is more residential in character. The individual parks and open spaces will, therefore, reflect this pattern of uses.

Within Harbourfront three major new park spaces are proposed. Two of these park spaces are located between Spadina Avenue and York Street. The first is an urban square located between the Queens Quay Terminal, York Quay Centre and the Power Plant Art Gallery. The second park is located on Maple Leaf Quay between Rees Street and the Peter Street Slip. Both these parks will be intensively used and will be adaptable to many different purposes. Together they will ease the congestion that is presently being experienced at York Quay Park.

The third major open space is located between Spadina Avenue and Bathurst Street. This park represents an enlargement of the existing Little Norway Park (Bathurst Quay Park) to accommodate a greater variety of community based recreational needs including a recreation/community centre. This space is intended to be much more of a traditional green space than the two parks noted above although still serving a broader public. The park's primary goal, however, is to serve the recreational needs of a substantial residential population in the area which will continue to grow with the development of the Railway Lands and the area just to the north along Bathurst Street.

Within the context of a comprehensive parks plan for Harbourfront, it is considered important that control of the water's edge promenade ultimately be the responsibility of the City of Toronto. This will ensure that the public will always have unhindered access to the lake. It may be appropriate to consider the transfer of ownership to the City of Toronto. This will not preclude Harbourfront access to the water's edge for nautical and other programming purposes, but will allow such access to occur in the context of management and public use policies established by the City of Toronto.

B. 'Pipe Line' Projects:

To develop a Harbourfront parks plan that achieves the goal of 40 acres of parkland one or more of the pipeline sites would probably be converted to parkland. Alternative means of providing the 40 acres, which would be considered in the event all six pipeline sites are approved for development, are being explored. Some expansion of the Harbourfront land area into the lake might be required to reconcile development of all six projects with the achievement of the 40 acres of parkland. It is noted that of the six 'pipline' projects only three are considered to be desirable for public park purposes; the parks strategy outlined below is based on the scenario that one or more of these three can be cancelled. As a preliminary step, the next paragraph describes the three pipeline projects whose sites are not suited for parks purposes. All of these appear in Appendix 4.

The Co-operative Housing project proposed for the south east corner of Lakeshore Boulevard and Stadium Road and the Link Building at 350 Queens Quay are not considered to be desirable locations for park space and have no site planning or architectural deficiencies that should preclude their construction. The condominium project proposed by Konvey Construction Ltd. on a site located at the north west corner of Bathurst Street and Queens Quay is also unsuitable as park space; however, the building as proposed has built form deficiencies which will create an essentially blank wall terminating the view south down Bathurst Street. This condition occurs because the proposed building is to be constructed adjacent to the Esso Service Station which is located at the corner of Lakeshore Boulevard and Bathurst Street. This project would benefit greatly from the incorporation of the Esso Service Station site into the project. This will allow an appropriate building to be designed encompassing both the Lakeshore Boulevard/Bathurst Street corner and the Queens Quay/Bathurst Street corner. At a minimum, consideration should be given to a redesign of the project to relate more positively to the eventual redevelopment of the Esso Service Station site.

Depending on the option selected for achieving 40 acres of parkland, the projects proposed for 11 Stadium Road, 441 Queens Quay and 385 Queens Quay may or may not proceed. In the case of 11 Stadium Road, the Konvey Construction Ltd. condominium proposal, if it proceeds, there is no obvious site plan or architectural changes that are necessary to improve the building's relationship to the existing Bathurst Quay park. The building proposed by Ramparts for the 441 Queens

Quay site and the building proposed by Huang and Danczkay for the 385 Queens Quay site do however offer opportunities for architectural and site plan improvements to be made if the approval and construction of these buildings does proceed. Map 2 to this report illustrates the location of the six pipeline projects.

Which of the three project(s) are deleted in order to expand park space depends on where the expansion of park space is considered desirable and the total area of park space required. If none of the six are deleted, filling at the slip heads may be necessary to achieve the goal of 40 acres.

Because there are many other considerations which enter into this decision, we feel that it would be appropriate to preserve for the moment, each of these options to allow time for discussions with the Federal Government and the Harbourfront Corporation.

C. The Concept Plan:

In broad terms, the Concept Plan we are advocating divides Harbourfront into two distinct zones: a primarily public park zone south of Queens Quay and a primarily development oriented zone north of Queens Quay. For convenience and clarity, the Concept Plan is discussed separately for each of these zones.

South of Queens Quay - Public Park Zone

Within this zone three new and very substantial park spaces are possible. The first space is a 2.8 acre public square between the existing Queens Quay Terminal, the Power Plant Art Gallery and the York Quay Centre. It will therefore, have the characteristics of an urban square bordered by buildings. The square will be located at the southern terminus of the new Simcoe Street extension through the Railway Lands.

Given its proximity to the downtown core and the already intensive use of this quay for programmed activities, this square will become a major public focus at the east end of Harbourfront. Extending from Queens Quay to the water's edge it would play a major civic role on the waterfront analogous to the role Nathan Phillips Square plays for the City of Toronto and like that of the public squares of many European cities. As has already been demonstrated this open space provides an ideal venue for outdoor activities which use temporary structures for markets, festivals and formal ceremonies and will, when completed, complement the existing 3.5 acre park on York Quay.

The second major new park space possible south of Queens Quay is Maple Leaf Quay Park located between the Rees Street slip and the Peter Street slip. In addition, it will include a parcel of land to the east of the Rees Street slip and a parcel of land to the north of Queens Quay to the west of Rees Street. This park will have a total area of 5.1 acres.

The park will contain a variety of uses that will celebrate its water's edge location. For example, a plan such as the one developed for the sub-grade Aquarium in this area, which does not impede use of the surface areas, could be a welcome addition. It is important that this park extend to the north side of Queens Quay. At this location Rees Street and the proposed pedestrian bridge that will span the Lakeshore Boulevard under the Gardiner Expressway will connect Harbourfront with the Roundhouse Park and the Skydome in the Railway Lands. This bridge connection must have a highly public southern terminus providing views and orientation to the waterfront.

West of Spadina Avenue the character of Harbourfront changes to one of a more residential neighbourhood. This is not to say that there will be no visitors to this area, but it will reflect a different emphasis. In time the area between Spadina Avenue, Bathurst Street/Stadium Road, the railway corridor and the lake will house a population of approximately 20,000. Many of these people, as well as residents from neighbourhoods north of Front Street will naturally gravitate to the water's edge for recreation. It is important then, that a substantial waterfront park be developed along the south side of Queens Quay between Spadina Avenue and Bathurst Street to serve the needs of these people. To achieve this we are advocating the following changes.

Beginning at Spadina Avenue, the existing Spadina Gardens Park should be extended westward to connect with an enlarged Little Norway Park (Bathurst Quay Park). This extension will require the realignment of a portion of Queens Quay between Spadina Avenue and Bathurst Street to eliminate the existing jog in the road. This water's edge park will provide for passive and active recreational pursuits similar to the ribbon of park located along the western and eastern beaches.

The newly constructed Spadina Pier should also be integrated into the Harbourfront open space system. Because of the parking garage under this pier it is not possible to develop the surface as "green" parkland. However, it could be a good location for public nautical activities to take place. One option would be to relocate the nautical centre from Maple

Leaf Quay to the Spadina Pier allowing Maple Leaf Quay to be developed as a public park while retaining the valuable teaching function of the nautical centre within Harbourfront.

Further west, the existing Little Norway Park includes a soccer field/baseball diamond, a children's play area and various small gardens. It is perhaps large enough to serve the needs of the existing Bathurst Quay community but will be inadequate to serve the needs of the greater Bathurst Spadina neighbourhood. Therefore, it is proposed that Little Norway Park be tripled in size by dedicating all land use south of Queens Quay east of the existing housing projects for parks purposes. This park would then include the Canada Malting site. Subject to a heritage analysis which should be undertaken by the Toronto Historical Board, the Canada Malting site could be redeveloped as a community facility which might include a swimming pool, gymnasium and skating rink, while retaining and re-using for parks purposes the historically significant components of the Canada Malting buildings.

All uses within the enlarged Little Norway Park will be public in nature and will be similar to those found in Toronto's larger community parks. At the same time however, these uses must be appropriate to the highly public waterfront location. The development of this park would be further improved by the removal of Bathurst Street south of Queens Quay. This would allow the development of a park that is totally unified and not separated by a roadway. The removal of Bathurst Street can only occur if alternative access arrangements to the Island Airport can be implemented. Access to the airport is currently being studied by the Ministry of Transportation and Communications. This study will include an alternative that will allow for the closure of Bathurst Street. Even if this is not feasible, the enlargement of Little Norway Park (Bathurst Quay Park) can be undertaken retaining the existing Bathurst Street alignment.

North of Queens Quay - Development Zone

To the north of Queens Quay between York and Spadina, exclusive of a small open space located opposite the Simcoe Street slip and Maple Leaf Quay park, a series of additional building parcels are proposed. Between York Street and Simcoe Street a substantial mixed-use development could encompass the entire block. The height limit at the eastern end of this block should be approximately 50 metres, (i.e. comparable to Waterpark Place), and its overall density can be somewhat greater than the remainder of Harbourfront, given it will act as a transition between the Harbourfront and the Central

Bayfront and the Financial District extension in the Railway Lands, both of which it is adjacent to. This higher eastern portion of the development would step down as it progresses west, and the western portion of the block should be kept to a 25 metre height limit. The current plan for Harbourfront permits two towers and unlimited height.

To the west of Simcoe Street, a development parcel can be created, also with a 25 metre height limit. Development of this site must include provision for a pedestrian bridge link to Roundhouse Park in the Railway Lands as well as step down in scale, to two storeys, immediately opposite the Simcoe Street slip. This will allow preservation of a new corridor from the Gardiner Expressway to the sliphead. Currently, buildings of unlimited height can be built.

To the west of Rees Street, a narrow two storey building is proposed to help define the new park space, but also allow for views from the Gardiner to the Rees Street slip to be preserved. A 25 metre high building could be accommodated west of this narrow building beside the eastern tower of 350 Queens Quay.

At Lower Spadina Avenue, Spadina Quay will have an urban character as buildings no higher than 25 metres will be located south of Queens Quay. To the north it would be desirable to incorporate the LRT turning loop and the existing Harbourfront Office building into a single development parcel with a possible height limit of up to 35 metres in light of the higher buildings permitted on railway lands to the north. The increased height limit is considered important for urban design reasons to mark the location of Spadina Avenue reaching the waterfront.

Between Spadina Avenue and Bathurst Street all development parcels (excluding the Ramparts project) are located to the north of Queens Quay. The parcels are configured as city blocks subdivided by as many streets as possible, thereby physically and visually linking Harbourfront to the Railway Lands. Portland Street will most likely be the first location where such a connection can be achieved. Directly to the east of Portland Street a pedestrian bridge is feasible from the Railway Lands over Lakeshore Boulevard and under the Gardiner Expressway to Queens Quay. Mid block between Portland Street and Bathurst Street a new street can be extended roughly along the alignment of the Garrison Creek Sewer. A height limit of approximately 25 metres for these building sites will ensure that the built form created will both relate to the existing Kings Landing and not overshadow the park spaces to the south

of Queens Quay. We would also propose built form controls which will continue and ensure the desirable stepping down of all buildings towards the Lake. The current plan allows for buildings of unlimited height.

It is our view that the physical concept set out above should be endorsed by City Council as the basis for further discussions between the City, the Federal Government, and the Harbourfront Corporation. I am now preparing a detailed study model on the City's Railway Lands base to illustrate more specifically the open space and built form proposals discussed above. The model will be useful in assisting our discussions with Harbourfront and the Federal Government. It will also help members of City Council and the public at large better understand our proposals.

Once full agreement is achieved, I would propose that a set of detailed urban design guidelines and controls be drafted along with a revised zoning by-law, to ensure that a consistently high quality of architecture is achieved for all remaining Harbourfront development projects.

2. Streets:

In the context of the Concept Plan set out above, we have re-examined four critical street alignment issues:

a. A final alignment for Simcoe Street as it runs from the Railway Lands down to Queen's Quay.

b. The possible realignment northward of a portion of Queen's Quay between Spadina Avenue and Bathurst Street. This realignment creates an opportunity to widen Queens Quay west of Spadina Avenue and would facilitate the introduction of more substantial transit services in the future, should the need for this arise. The realignment also is essential to providing an expanded park space system at the water's edge.

c. The alignment of Portland Street between Lakeshore and Queen's Quay.

d. The possible closure of Bathurst Street south of Queen's Quay.

We have concluded that it is absolutely essential if we are to properly guide the remaining development at Harbourfront to fix the configuration and final alignment of the road system. Further

consultation with the Commissioner of Public Works will be required in order to finalize the concept outlined above.

3. Connections to Surrounding Areas:

In order to provide for the full integration of Harbourfront with the surrounding City, we have carefully examined the issue of connections to adjacent areas. In addition to the streets mentioned above, the following pedestrian connections and view corridors are feasible and should be implemented over time.

- to Harbour Square Park
- along York Street
- along Simcoe Street, including a new pedestrian bridge
- along Rees Street including a new pedestrian bridge
- between Peter Street and the Link Building including a new pedestrian bridge
- along Spadina Avenue
- a view corridor at the west edge of King's Landing
- pedestrian connections including bridges from the Bathurst-Spadina neighbourhood to Queen's Quay
- along Portland Street
- a view corridor southward from the east edge of the Loblaws building
- along Bathurst Street
- along Queens Quay West to Coronation Park
- to the Stadium Road pier
- to the Island Airport; where four broad physical options exist for providing alternative access, including the foot of Stadium Road, a new ferry terminal and parking facility at Canada Malting, a new ferry terminal near Queen's Quay at the head of Spadina Street slip or a tunnel below the Western Gap whose portal would be near the current intersection of Bathurst and Queen's Quay.

Having identified an agenda of connections which we would like to achieve, it is important to begin developing an implementation plan. At this point we believe it is appropriate to endorse the broad set of connections we have identified, and to seek the commitment of the relevant land owners to this broad agenda. This commitment should include the agreement of all the parties to a financial plan for cost sharing.

4. Housing:

The concept discussed in this report may lead to a reduction in the number of undeveloped housing sites remaining in Harbourfront. This is being explored in order to achieve a more generous park system from that which would have been brought about by the implementation of the Official Plan as it now exists. At the moment two sites are designated for future assisted housing; one on the corner of Stadium Road and Lake Shore Boulevard proposed by the Co-operative Housing Foundation of Toronto; the other at the future intersection of Portland Street and Queens Quay West.

With respect to private housing, Harbourfront to date has developed a wide variety of housing forms and tenures, from private rental to luxury condominiums, covering a broad spectrum of prices. With the exception of identifying what land should be dedicated to the production of assisted housing in the future, we believe that it is appropriate to leave the question of tenure of future private redevelopment sites to the market place.

Given the advanced state of development of the residential components of Harbourfront, it is important to achieve as large an assisted component as possible within the remaining development. A further report will be prepared on this issue once a more precise determination of the remaining development rights and sites is finalized.

5. Community Services:

We have considered the question of developing community services in Harbourfront which would serve the growing residential community. In common with many other elements of this review, we have also considered this in the context of the City's plan for surrounding areas. The Railway Lands Plan calls for the development of a substantial new residential community west of Spadina Avenue, north of Harbourfront. In addition, the City's plan anticipates a substantial residential redevelopment along both sides of Bathurst Street between Front and Queen Streets. We believe that the sensible area for which to plan community services would include all three of these areas (i.e. Harbourfront, the Railway Lands, lower Bathurst).

These new residential communities are at an early stage of their development and we expect that new housing will be built in these areas steadily over the rest of this century. Community services should be developed along with this residential redevelopment. What is needed at the present is a broad planning framework for the whole period, and an agenda of specific items that should be worked on over the next few years.

By community services we mean the full spectrum of community facilities and programs. Many of these require specific space or buildings for their operations. Others require only the operation of programs within this area. Among the services to be considered would be day care, facilities for religious communities, recreation, schools, libraries, health services, police and fire services, services for seniors, local cultural community facilities, services for the disabled, local shopping, and supportive housing. As a backdrop for assessing the need for these services, the framework study would examine the forecast rate of population growth in these areas, the anticipated demographic profile of future residents, existing and planned facilities and services in this part of the City, access to others outside this part of the City, opportunities for the creation of new community service facilities within the area, and alternatives for financing the development of service space and programs. The study should be developed in a way which involves the current residents of these areas and the developers of future housing as well. This report identifies the development of a community services planning framework as an important objective.

In the short term, problems remain with the provision of such services as local shopping and day care. It remains an important objective to try and achieve these local services in Harbourfront as soon as possible.

6. Density and Use:

This section provides a brief summary of our conclusions with respect to appropriate uses and approximate densities for future development parcels as shown on Map 1. These descriptions are of a relatively general character and we need to do further work to refine these proposals.

a. The block bounded by York Street/Queens Quay/Simcoe Street:

This block is appropriate for a higher density commercial development, or a development containing a mix of commercial and residential space. Combined with the built form framework outlined earlier a density of approximately 6 times coverage is considered to be appropriate.

b. Parcel on the north-west corner of Simcoe Street and Queens Quay:

This block is also suitable for either an entirely commercial building or a building that mixes commercial and residential uses. A density of approximately 4 times coverage would properly fit within the built form guidelines we are advocating.

c. Land on the north side of Queens Quay west of Rees Street:

A substantial portion of this area should be used as public park space consistent with the open space strategy discussed above. The developable portion should be kept below the level of the Gardiner Expressway to preserve views to and from the north and from the Gardiner Expressway. A density of approximately 2 times coverage for this parcel is suggested.

d. Parcel on the north-east corner of Spadina and Queens Quay:

We feel that this development parcel is suitable for a mixed use development combining commercial space with residential space, and a density of 5 times coverage is suggested. Creation of a landmark building on this site is considered important.

e. Development parcels on the north side of Queens Quay West between Kings Landing and the MTV building

These developments should be largely residential in character with street related activities, retail and community service space.A density of approximately 4 times coverage would be reasonable for these four parcels.

These sites, combined with the pipe line projects, represent the remaining development rights which could bring the Harbourfront Corporation future income. On the south side of Queens Quay we anticipate that most future development would be of an institutional or community facility character and is unlikely to generate significiant revenue. However, provision will have to be made to accommodate the development of these facilities which could include the following elements:

a. The re-use of the Canada Malting complex.

b. The creation of an aquarium or other public facility at Maple Leaf Quay.

c. The creation of marine-related public facilities such as the nautical centre at various locations laong the south side of Queens Quay.

In addition to this there are several locations on the south side of Queens Quay that are suitable for some smaller-scale retail development. These include Spadina Pier, the easterly portion of York Quay Centre, and the western edge of the Queens Quay Terminal. An appropriate density level for this retail element remains to be determined.

In summary, this strategy for density and land use confirms the character of the western end of Harbourfront as a largely residential area, the central part of Harbourfront as a mixed use district, and the eastern end of Harbourfront as a location for substantial employment and the most intense forms of public activity. It also confirms that the area south of Queens Quay should be largely public in use. The retail aspects of the future use of this area should reflect this broad goal.

7. Development Control Process and Agreements:

The current set of agreements that govern Harbourfront are many in number. In addition to conventional planning documents such as an official plan, zoning by-law and site plan agreements, Harbourfront is governed by a master agreement between the City and the Federal Government, and by a number of sub-area plans which are called for in that master agreement. This whole system was intended to provide both certainty for key elements of the overall Harbourfront development, as well as flexibility for the redevelopment process itself. In broad terms the agreements and processes we have used in Harbourfront are cumbersome and have not been entirely successful in achieving City objectives.

If we are able to achieve an agreement with the Federal Government and Harbourfront Corporation over the character of the redevelopment of the remaining portions of Harbourfront, it might be helpful to put in place a simpler set of arrangements for this remaining redevelopment. We may be able to encompass development of the remaining public infrastructure, the allocation of density to development parcels, and development guidelines in one set of documents flowing from this review process. We should also point out that should City Council endorse the objectives contained in this report, and should the Federal Government and Harbourfront Corporation agree to them, then amendments will have to be made in the future to the planning, legislation and agreements that govern Harbourfront.

8. Programming:

Harbourfront places considerable emphasis on its cultural and recreational programming. It has consistently maintained over the years that the primary goal of the development function is to finance this programming. Stated initially in its 1980 Development Framework, Harbourfront's goal was to reach self sufficiency by 1987; development funding, supplemented by whatever other funding it could raise, would be sufficient to cover all administrative, programming, site maintenance and development costs without Federal operating subsidies.

At this stage in our review, we have not been able to carry out a comprehensive assessment of Harbourfront programming. However, I can make some comment based on preliminary discussions with members of the arts community, including staff of the Provincial Ministry of Citizenship and Culture, the Canada Council, and the Toronto Arts Council.

A. The Volume and Diversity of Programming:

Generally, those we have talked to agree that this has been among the outstanding achievements of the Harbourfront programming group. Children, seniors, and families have a wide variety of programming available. The multicultural interests of the City are well served. There are also a substantial number of special interest constituencies served: marine groups, schools, cultural groups (related to film, music, dance, theatre, literature, and the visual arts). Special holiday activities, such as those held on Canada Day, designed to appeal to the community at large.

The mix of programmes appeals to all income groups and there is a wide range of special events. The Ministry of Citizenship and Culture feels one of Harbourfront's strong points is that it "reaches people who would otherwise not be exposed to cultural activities, including some who might be put off by more formal surroundings." In this context, it is worth noting that Harbourfront's attendance records show that approximately twice as many people attend their free events as do their ticketed events.

B. The Quality of Programming:

The overall quality of programming is somewhat difficult to evaluate and a common response among those we have interviewed is that there is too much going on to make a general evaluation. Generally, people seem positive about the programming, reserving criticism and commendation for particular aspects. The literary programme was singled out by a number of people as being among the best of its kind in the world. On the other hand, the rental fees for some of the facilities, particularly the Premier Dance Theatre, were criticized as too high -- beyond the reach of

community groups. This in turn limits the range of programming in the facility.

C. The Efficiency of Programme Management:

Because Harbourfront is using public funds and funds raised through the development of public lands, there is a public interest in ensuring these funds are used efficiently. Treasury Board staff working on the federal Harbourfront Review have indicated that Harbourfront seems to be a relatively lean organization with salaries at appropriate levels, and modest physical accommodation. The Ontario Deputy Minister of Citizenship and Culture has advised that his organization felt that cost-effective results are being achieved at Harbourfront.

D. Harbourfront's Fundraising Activities:

Harbourfront raises funds from the private sector both for capital purposes and for specific sponsorships. They raised $1,600,000 in 1986. Many of the Harbourfront entities -- including the festivals and the art galleries, some of which have their own Board of Directors, also seek government funding for specific activities. Our understanding is that this has caused some concern in the arts community in Toronto. Harbourfront's publicly stated goal of being self sufficient by 1987 had been understood by many to mean that they would not be competing for scarce public funds.

It seems clear however that Harbourfront has always equated self-sufficiency with non-reliance on federal government operating grants. In their view, this self-sufficiency did not preclude the Power Plant gallery, for example, from seeking funds to assist in staging a particular exhibition, or that the Theatre du Petite Bonheur wouldn't apply for a provincial funds to assist in relocating to Harbourfront.

E. Other Organizational Structures:

We were asked by the Harbourfront Review Committee to comment on organizational alternatives to those now existing at Harbourfront. It was suggested that these alternatives should be aimed at eliminating pressure on land use development arising from the cultural, recreational and administrative demands of Harbourfront. Alderman Martin has made some specific suggestions in this regard (see attached letter).

It is important to ensure that the future land uses correspond more exactly to the planning framework approved by Council than they have in the past. As indicated in Section 7 above, I believe

that the revised land use plans now being developed should accomplish this. These changes should produce a more controlled planning environment -- one not vulnerable to pressure from the programming demands of Harbourfront.

This leaves the issue of whether Harbourfront's programming should be primarily dependent on revenue from the remaining development rights. Before reporting further on this matter, we want to consult with federal officials who will be focusing on this organizationalal question as part of their review.

F. Conclusions Respecting Programming:

The "programme" aspect of Harbourfront seems, on the whole, successful. A letter from Mr. R. Norberg, Assistant Deputy Minister of Citizenship and Culture in the Government of Ontario, comments as follows:

"In sum, we feel that Harbourfront makes a valuable and unique contribution to cultural life in Toronto, and the Ministry has been happy to provide project assistance to a variety of programming initiatives." (Full letter attached as Appendix 2.)

There are also many positive links to the City's multicultural community and to the City's economic well being through tourism. While the City is very much involved with the Development side of Harbourfront, the framework that allows the public or knowledgeable user groups to keep in close touch with the planning of programme activities could be strengthened.

The Executive Director of the Toronto Arts Council feels that it would be appropriate to set up a mechanism to allow more consultation between the arts community and Harbourfront. As noted, we have not come across serious concerns at this time; however, some of the reservations expressed during our inquiries might have been allayed had such a mechanism been available. There would be more of an opportunity for feedback and there would be a forum through which Harbourfront could make people aware of its programming agenda. Similarly, this could be a vehicle to prevent misunderstandings regarding Harbourfront's goals. It would also be a useful vehicle for the arts community to influence Harbourfront's direction.

9. Financial Implications of Development Alternatives:

As part of the review process, a simple cash flow model has been prepared. The model is designed to show the impact of alternative development scenarios on the operations of Harbourfront. Harbourfront has co-operated in this effort while also developing

a model for their own purposes. In both cases, the Harbourfront 5-year plan (submitted to the Federal Treasury Board this spring) and their computerized accounting base were used as the data sources.

With respect to existing and pipeline projects City staff did not have access to individual agreements between Harbourfront and the developers concerned. Instead, we were provided with aggregate income or expense streams produced by specific types of projects.

A. Harbourfront's Financial Structure:

Harbourfront has received income from 4 sources:

1. Operating grants from the federal government:

   These were expected to end effectively in 1987, the target year for self sufficiency. Though this assumption may no longer be valid, because of the impact of the "freeze", our projections do not reflect continuing federal grants.

2. Income from land developments -- further categorized as follows:

   a. Payments from the sale of air rights to developers of condominiums and in some cases capitalized payments from non-profit housing companies are deposited in the "Heritage" fund. Harbourfront uses the interest paid by this fund for its operations. It draws out funds for capital costs, certain operating costs and any deficits that may occur. Over the years the fund rises and falls, but at the end of the "buildout" period is expected to be a permanent fund providing an income for Harbourfront's activities.

   b. Rental Income from commercial office and retail developments. This income is lease income paid annually as base rent and in many cases as a percentage of gross sales. This latter feature means that Harbourfront's rental income will go up and down with market conditions. Income from this source is expected to grow over the buildout period and is intended, along with increased revenue from the Heritage fund, to replace the diminishing development fees discussed below.

   c. Development fee income is earned for assisting in the preparation of sites for private developers. Prior to the "freeze" this source of income was significant, with a foreseen decrease as the site was built out. However,

it will be substantially reduced in 1987 by the slowdown in development.

3. Site operations income, made up of income primarily from parking and from food concessions.

   This revenue source is affected by alternative development scenarios to the extent that the number of visitors to the site is affected. Harbourfront staff stress this linkage, particularly regarding the relationship to future retail space permitted.

4. Income from admissions and sponsors, which is assumed to continue at current levels with some growth in sponsorship income.

Expenses:

Harbourfront reports its expenses in 4 categories:

- Personnel
- Property and Operations
- Events and marketing
- General and Administration

Costs are not allocated by the Harbourfront financial system in terms of development versus programming expenses. Harbourfront has done a separate study of such a breakdown and have concluded that 85% of their costs relate to cultural and recreational programming and 15% to development. However, it is important to note that in this study most of the costs associated with the operation of the facilities, site maintenance, security and administration budget are allocated to the programming function.

B. The "Steady State" model:

The model developed by the Planning and Development Department based on Harbourfront data contains a number of features and assumptions which can be briefly summarized as follows:

- It is a cash flow model which projects income and expenses in constant 1987 dollars to the year 2000, after which they remain constant at the 2000 level.

- The City model is different from the Harbourfront model particularly in the treatment of projected expenses. We have

defined "steady state" as being that level of spending which is necessary to maintain the level of programming, site maintenance, and service to the public at the 1987 level. Some additional expenses are projected as a result of an increase in the number of visitors but none for increased programming. Harbourfront's "completion" model, on the other hand, allows for growth in the programming staff and in the programme expenses.

- Harbourfront, as noted above, withdraws funds from the Heritage fund for capital purposes. Some of these costs are shared with developers, and for the seven years from 1988 to 1994 the net cost to Harbourfront is projected at $40,000,000. The capital costs are varied and include for example, $7,300,000 for 400 additional revenue producing underground parking spaces, $8,000,000 for building improvements and demolitions, $9,000,000 for parks and water's edge improvements, and $2,500,000 for pedestrian bridges. We have included these costs in our model, but would note that certain of these costs might be eliminated or covered in other ways, and that the corresponding increase in the Heritage fund would have a positive impact on the Harbourfront financial situation. (See Scenario VI in Table 1 below.)

C. The Impact of Alternative Redevelopment Scenarios:

Earlier in this report (page 4), we discussed various alternatives which could be considered in rethinking the planning framework for Harbourfront. In particular, within alternative three there are several sub-alternatives, particularly as regards the pipeline projects.

In response to a request from Alderman Nowlan, we are reporting here on some of the financial implications which can be observed in alternative density scenarios. Since the final density mix has yet to be determined, these figures can only be taken as a test run designed to illustrate the likely impact of particular assumptions respecting Harbourfront revenues. The material is summarized in Table 1.

In considering possible deletion of projects in the pipeline group, adjustments to cash flows reflect Harbourfront's estimate of associated revenue losses - based on the assumption that agreements can be simply terminated without further costs resulting from legal action. If damage awards were to result from deletion of projects, the cash flows and balances in Table 1 might be adversely affected to the extent that Harbourfront assumes the additional cost. (Awards for damages could fall on parties other than Harbourfront, including the City.) This point illustrates

the general proposition that output from the model indicates only the implications of the assumptions used; it should not be regarded as a prediction of the future.

TABLE 1

Steady State Model

Financial Impact of Alternative Land Use Scenario

(In millions of 1987 $)*

	Density m2	Net Operating Cash Flow/year 1992	2000	Heritage Fund Balance 1992	2000
Scenario I	690,000	(0.4)	5.3	36.8	67.7
Scenario II	580,000	(2.1)	0.0	(2.5)	(1.7)
Scenario III	600,000	(1.5)	0.6	12.4	13.0
Scenario IV	570,000	(1.8)	0.0	4.7	1.5
Scenario V	520,000	(2.9)	(1.7)	(13.0)	(28.0)
Scenario VI	580,000	(1.7)	0.6	8.5	13.4

* Figure in parentheses are negative. Negative net operating cash flow is financed by drawing down the Heritage Fund (just as operating surpluses add to the balance in the Fund). Negative balances in the Heritage Fund are assumed to be financed through borrowing.

Scenario I: The Full Build out of the Official Plan:

- Under this scenario there would be approximately 690,000 square metres of development. Approximately half of this amount is already built or under construction.

The principal results of Scenario I are an eventual net income in excess of $5 million annually, leading to a Heritage Fund balance in excess of $65 million by 2000. These figures reflect the steady state assumptions of the model, which permit no expansion

in programming. It is unlikely that under this development scenario revenues would be banked to such an extent, rather than being used to provide for expansion of programming or some other purpose.

Scenario II: This scenario, like those following, is a variant of Alternative 3 discussed earlier in this report (page 4). Scenario II which provides for parkland expansion of the western end of the site, has the following particular features:

- The Konvey South parcel becomes park.
- The Konvey North parcel is delayed until the mid-1990's and redesigned.
- 441 Queens Quay & 385 Queens Quay proceed (with design changes).
- The link building and the Co-op proceed.
- The balance of the plan is consistent with the earlier, detailed discussion of alternative 3.
- Relative to the current official plan the potential density is reduced by approximately 18% (unbuilt density is reduced by 36%).

The principal results under Scenario II are that Harbourfront would break even in the year 2000 with no Heritage Fund and an accumulated debt of $1.7 million dollars. In practical terms it would be extremely difficult to maintain steady state programming levels with cash flows so close to break even.

Scenario III: (All pipeline projects proceed under this Scenario.)

- The two Konvey projects are included as they have been proposed by the Developer.
- Otherwise this scenario remains as in II above.
- Relative to the current official plan, the potential density is reduced by approximately 15% (unbuilt density is reduced by 30%).

The principal results under Scenario III are that Harbourfront would break even in 1996, and by 2000 would have a positive annual net income of $600,000, no debt and a balance of $13 million in the Heritage Fund.

Scenario IV: (This Scenario provides for expansion of parkland in the central portion of the site, as an alternative to the western expansion of Scenario II).

- The two Konvey projects are included as proposed by the developer.
- The sites of the proposed Rampart condominium at 441 Queens Quay and the proposed Maple Leaf Quay Condominiums by Huang and Danczkay at 385 Queens Quay would become parks.
- Otherwise this scenario remains as in II above.
- Relative to the current official plan, the potential density is reduced by approximately 19% (unbuilt density is reduced by 38%).

The principal results under Scenario IV are that Harbourfront would break even in 2000, with no debt, and a balance of $1.5 million in the Heritage Fund.

Scenario V: This Scenario deletes all of the pipeline projects, in order to assist in answering the questions raised in Alderman Nowlan's letter.

- Relative to the current official plan, the potential density is reduced by approximately 26% (unbuilt density is reduced by 52%).

The principal results under Scenario V are that Harbourfront would experience negative cash flow of almost $2 million a year in the year 2000 and afterwards, and would have a negative balance of $28 million in the Heritage Fund by 2000.

Scenario VI: This is Scenario II with reduced capital expenditure burdens.

- As was noted above, it is possible that projected capital costs to Harbourfront could be reduced. This scenario is the same as Scenario B above with $10 million removed from the capital budget and added back in to the Heritage fund.

The principal results under Scenario VI are that Harbourfront would break even in the year 1996 and would be showing a positive net income of $570,000 by the year 2000, with a Heritage Fund of $13.3 million dollars. It should be noted that if the capital expense budget is reduced sufficiently (perhaps via a shift of

expenditures onto budgets of other agencies) any of the development scenarios can be made to break even. For example, even Scenario V, in which all pipeline projects are deleted, breaks even if the $40 million capital budget is reduced to $10 million.

D. Sensitivity to Assumed Market Conditions and Prices:

To test the sensitivity of the model to changes in projection assumptions, all income and other revenue values were increased and decreased 20% from the levels assumed in preparing Table 1, to determine the impact on projected cash flows.

Value of condominium development rights:

Following discussions with Harbourfront staff and members of the development industry, it was decided to assume an average value per built square foot of $30. This figure minus 20% is $24, and plus 20% is $36. Harbourfront staff feel the $24 figure should be used, to reflect conservative projections respecting the future value of development rights, allowing for downturns in the business cycle.

On the other hand, it should be noted that the pipeline projects, which were negotiated at the height of the recent market, reflected a value closer to $36. The sensitivity results were run only with respect to Scenario II. Had the $24 value been used, 1992 cash flow would have been $91,000 lower, 2000 cash flow would have been $250,000 lower, and the Heritage Fund balances would have been $2.89 million lower for 1992, $6.6 million lower for 2000. These changes also are applicable in the reverse (upward) direction if the $36 per square foot value of development rights is substituted.

Land Component of Office Rents:

Table 1 reflects an assumed $3-$4/square foot/year range for this figure, which both Harbourfront and other sources in the development industry consider realistic. The minus 20% variant subtracts $260,000 from 1992 cash flow and $650,000 from 2000 cash flow. The Heritage Fund balances are $0.2 million lower for 1992 and $4.4 million lower for 2000. (These changes also apply upward with the +20% variant.)

Land Component of Retail Rents:

We have had difficulty determining appropriate levels for this variable. Harbourfront has used a range averaging $7 per built

square foot, but have indicated this has a high degree of uncertainty relating to future attendance at the site.

With a 20% reduction for the $7 figure, cash flows in 1992 are reduced $175,000 and in 2000 they are reduced $450,000. Heritage Fund balances are reduced $300,000 in 1992 and $3.4 million in 2000. Again, the corresponding changes would apply in the upward direction.

Conclusions:

A few broad comments about this planning assessment compared to the existing Harbourfront plan may be helpful.

a. The existing Harbourfront plan is very much an east-west plan that turns its back on the Gardiner and Lake Shore Boulevard. Plan proposals discussed here have much more of a matrix character reflecting a much stronger interest in the north-south dimensions.

b. This planning strategy contains much more open space than the existing Harbourfront plan. This in part reflects the change in approach necessitated by the development of more detailed plans for the surrounding areas; in part reflects a need to accommodate and recognize the very success of Harbourfront's programming and the developing intense use of public spaces in this area; and in part reflects a somewhat different philosphy about the future character and use of the open space system, particularly at the western end of Harbourfront.

c. This planning strategy contains somewhat less density than the existing Harbourfront plan and deploys it in a significantly different way.

d. It is important at this point in Harbourfront's development to have a clearly defined and agreed on plan for a public infrastructure and for all of the remaining development parcels.

Specific developmental objectives:

I believe that at this time the Land Use Committee should endorse an agenda of objectives for Harbourfront. These objectives should cover the elements of the Harbourfront discussions outlined in this report. I would suggest that this agenda of objectives should include the following items:

1. The objective of achieving 40 acres of high quality park and open space within Harbourfront.

2. Endorsement of the other elements of the Concept Plan described in this report, that is the road strategy, the connections strategy, the built form strategy, and the identification of future development parcels, and the preliminary allocation of densities and uses to these.

3. Endorse the objective of reaching specific agreement about future development parcels, and about the development of the public infrastructure.

4. Endorse the objective of maintaining high quality, broadly-accessible public programming on the waterfront.

5. Endorse the development of a community services plan for Harbourfront, the Railway Lands, and Lower Bathurst Street.

Finally, some judgment should be made about the status of the pipeline projects.

Recommendations:

1. That the Land Use Committee endorse this report as a basis for further discussion to achieve Council's objectives, having regard for the specific developmental objectives 1-5 set out immediately above.

2. That the Commissioner of Planning and Development, in consultation with appropriate civic officials, be authorized to negotiate further with the Federal Government and Harbourfront Corporation on the achievement of the said objectives for Harbourfront.

Robert E. Millward
Commissioner

TDB:KG:DP:jd:jp

APPENDIX 1

Copy of a letter from Councillors Joe Pantalone and Jack Layton dated April 21, 1987.

"At its meeting held on April 15, 1987, the Harbourfront Review Committee, during consideration of the attached communication from Alderman Dale Martin, adopted a motion, among others, to request the following report from the Commissioner of Planning and Development:

> 'Report from the Commissioner of Planning and Development on alternative organizational structures that get at the idea of using development rights to pay for programming and funding sources.'

The Committee's action is sent to you for your information and action, as necessary."

Copy of a letter from Alderman Dale Martin to Councillors Joe Pantalone and Jack Layton, and Members of the Harbourfront Review Committee dated April 15, 1987.

"Any review of the future direction for the Harbourfront lands must include a serious examination of the formula underlying Harbourfront's current authority and structure. In particular, the idea of a single corporation administering both the development of waterfront lands and the cultural and recreational programming activities on the Toronto waterfront between Stadium Road and York Street. As originally conceived, revenues from development were to be the major source of funding for the Harbourfront Corporation and its cultural and recreational activities. In my view this lies at the very centre of our problems with regard to the development of the Harbourfront area, and the compromise of those land use objectives and principles underlying the Harbourfront official plan. It also raises serious questions about accountability and the spending of public funds.

It would seem to me that a much more viable approach is possible that would remove the pressure to compromise land use objectives in order to secure greater revenues from development. Central to any new approach must be the separation of Harbourfront's two

chief functions; land development and cultural and recreational programming. One obvious option would be the creation of two new and distinct corporations, one responsible for the cultural and recreational activities along the waterfront, and the other responsible for the planning and development of land. Both new corporations should be made more accountable by having Boards of Directors appointed by, not only the Federal Government, but the Municipal and possibly Provincial Governments. In the case of the corporation responsible for cultural and recreational activities, a large percentage of working artists on the board would add a new dimension to the management of cultural and recreational facilities and programs in the area.

While this is the simplest and most direct method of addressing this fundamental problem, others are no doubt available. I therefore recommend:

> that the Commissioner of Planning and Development report to the Harbourfront Review Committee on organizational alternatives to the existing Harbourfront Corporation arrangement. These alternatives should be aimed at eliminating the pressure on land use development from the cultural, recreational and administrative demands of the Harbourfront Area.

Thank you for your consideration of this matter."

APPENDIX 2

Copy of a letter from Mr. R.C. Norberg, Assistant Deputy Minister, Ministry of Citizenship and Culture, dated June 19, 1977, to Mr. Robert E. Millward, Commissioner.

During our meeting of May 8th, we discussed a number of matters relating to programming at Harbourfront. We indicated that we are very impressed with the approach taken and the results achieved.

Much of the significance of Harbourfront's programming lies in its uniqueness. The venue, the nature of the programming, and the audiences reached are all manifestations of, and contributors to, this quality.

The venue is a critical factor. The waterside location adjacent to the downtown is clearly a draw for people, particularly during the summer. Harbourfront's programming builds on this, in turn attracting even more people to the waterfront for specific events and allowing a varied experience for the casual visitor. The venue further provides large pedestrian spaces, both indoors and outdoors, which allow scope for activities which could not be acommodated in more limited surroundings. A recent example of this was the "Boulevard of Broken Dreams". Finally, the site brings together a variety of cultural and other programming activities which generate both economies of scale (through shared facilities, staffing, support services), and a continuous energy level which is a large part of the attraction.

Harbourfront's varied programming includes many elements which are unique or unusual. The literary program, the Premier Dance Theatre, and the emphasis on children's programming are just some of the areas where Harbourfront fills gaps in Toronto's cultural life. Harbourfront also plays a very important role in undertaking extensive multicultural programming.

Perhaps most important of all, Harbourfront reaches people who would otherwise not be exposed to cultural activities, including some who might be put off by more formal surroundings. The mix of activities provides many opportunities for casual visitors or those who come for one type of event to be drawn into something new and different - and then to enjoy themselves. Harbourfront has also been successful in attracting another type of participant, corporate sponsors, some of whom support no other cultural activities.

In sum, we feel that Harbourfront makes a valuable and unique contribution to cultural life in Toronto, and the Ministry of Citizenship and Culture has been happy to provide project assistance to a variety of programming initiatives. I hope these reflections are of use to you in your review.

City of Toronto Land Use Committee
City of Toronto Harbourfront Review Committee

July 21, 1987

APPENDIX 3

Copy of a letter from Alderman Nadine Nowlan to Mr. Robert E. Millward, Commissioner, dated July 16, 1987.

Further to our conversation today and with regard to Council's July 16, 1987 directive that a special Land Use meeting be scheduled prior to the August Council meeting to deal with the proposed interim control by-law for the Waterfront, on the Harbourfront pipeline projects etc. and in view of the time-constraints involved, I believe it would be very helpful and important that you report to this special meeting of Land Use on the following matters.

It is my understanding that this work is already in progress by your staff.

Please report on the financial implications to Harbourfront of the following options for development:

- The present Harbourfront plan with all its existing densities.

- The plan proposals prepared by the Commissioner of Planning and Development both with and without the six projects presently caught in the freeze, indicating the density reduction for both scenarios.

The financial implications to Harbourfront for these options should include:

- The reduction in development revenues from the present permitted densities.

- The funds available to Harbourfront for its public programming and operations at the end of five and ten years.

APPENDIX 4

Project A*: Co-Operative Housing Federation, 633 Lake Shore Boulevard West

Project B*: Konvey Condominium Project, 650 Queens Quay West

Project C*: Konvey Condominium Project, 11 Stadium Road

Project D*: Rampart Enterprises Condominium, 441 Queens Quay West

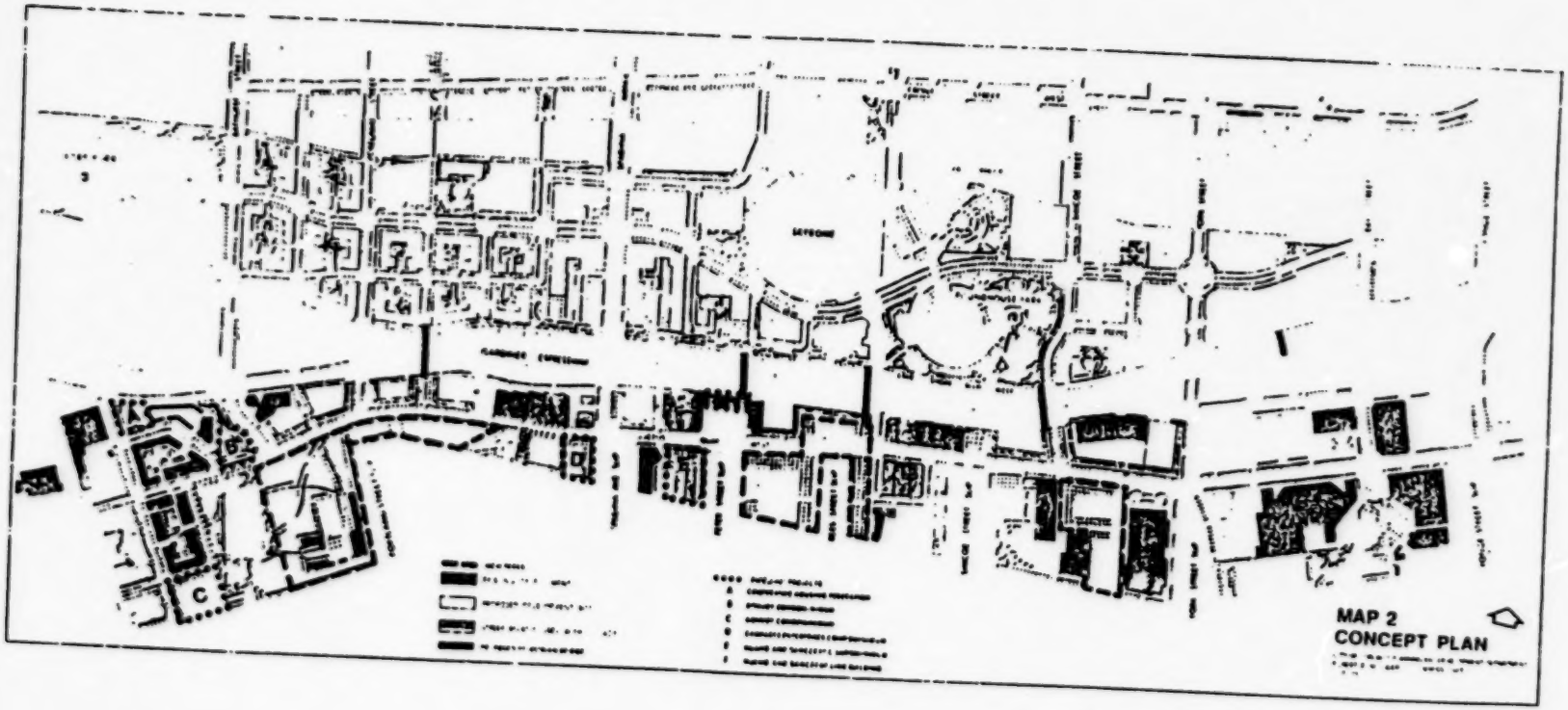
Project E*: Huang and Danczkay Condominium, 385 Queens Quay West

Project F*: Huang and Danczkay Link Building, 350 Queens Quay West

* Letter designations keyed to Map 2

MAP 1

TORONTO WATERFRONT PARK PLAN


MAP 2
CONCEPT PLAN